

Message Text

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E.O.11652: GDS
TAGS: PARM, NATO
SUBJECT: MBFR: DATA DISAGGREGATION: DIVISIONAL DATA

REF: (A) STATE 118087 (DTG 231329Z MAY 77),
(B) BONN 9444 (DTG 031707Z JUN 77)

SUMMARY: THIS MESSAGE ADDRESSES THE FORMAT IN WHICH NAC
GUIDANCE MIGHT PROVIDE DIVISIONAL DATA TO THE AHG. END
SUMMARY.

1. PARA 12, REF A STATES THAT NATO SHOULD CONSIDER AS AN
ADDITIONAL ELEMENT FOR NAC GUIDANCE PROVIDING DATA ON ALL
DIVISIONS OF WESTERN DIRECT PARTICIPANTS AND AUTHORIZING
THE AHG TO DRAW ON IT WITH THE EAST IN WHOLE OR IN PART ON
A RECIPROCAL BASIS.

2. DATA ON DIVISIONS DOES NOT NECESSARILY HAVE TO BE
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INCLUDED IN THE INITIAL NAC GUIDANCE TO THE AHG PROPOSING
A FRAMEWORK FOR CONTINUATION OF THE DATA DISCUSSION, SINCE
THE EAST WOULD PROBABLY NEED AT LEAST SOME TIME TO CON-
SIDER THE PROPOSAL. WE BELIEVE THE DIVISIONAL DATA
SHOULD BE INCLUDED IN SEPARATE NAC GUIDANCE, IN ORDER TO
SIMPLIFY THE INITIAL GUIDANCE. NEVERTHELESS, THIS DATA
COULD BE NEEDED SOON AFTER THE ORIGINAL GUIDANCE.

3. WE HAD INITIALLY DECIDED NOT TO TRANSMIT THE INFORMAL AIDE MEMOIRE WHICH THE MC REP CIRCULATED AT JUNE 9 SPC MEETING, SINCE IT DOES NOT HAVE OFFICIAL STATUS AND ERRONEOUSLY USED THE JANUARY 1, 1977 WESTERN DATA FROM AC/276 (MBFR DATA)-WP(77)4, INSTEAD OF THE JANUARY 1, 1976 WESTERN DATA. (IN ADDITION, THE PAPER IS ERRONEOUS IN STATING IN PARA 1 THAT THE FRG ENVISAGED DISAGGREGATING TO DIVISIONAL LEVEL AT A LATER STAGE, SINCE FRG WISHES TO DO SO AT THE OUTSET.) HOWEVER, IT NOW APPEARS THAT THIS PAPER MAY INFLUENCE THE FORMAT IN WHICH DIVISIONAL DATA IS LISTED IN ANY FUTURE NAC GUIDANCE. WE ARE THEREFORE TRANSMITTING THE MC REP'S INFORMAL AIDE MEMOIRE.

4. AS WASHINGTON IS AWARE, THE JANUARY 1, 1977 WESTERN FIGURES WILL SOON HAVE NATO APPROVAL. HOWEVER, WE ASSUME THE WESTERN PARTICIPANTS WILL WISH TO STAY WITH THE 1976 FIGURES IN THE NEGOTIATION, SINCE THEY ARE ADEQUATE FOR PRESENT PURPOSES, AND SINCE THE EAST WOULD UNDOUBTEDLY SEE NO REASON WHY THEY SHOULD NOW TABLE 1977 FIGURES.

5. FRG DELEGATION OFFICER CITRON INFORMS US THAT THE FRG HAS NO DIFFICULTY WITH THE LISTING OF DIVISIONAL DATA USED BY MC REP IN ANNEX B OF THE AIDE MEMOIRE, EXCEPT THAT DIVISIONS MUST NOT BE LISTED UNDER THE NAMES OF COUNTRIES. THUS, INSTEAD OF A HEADING ENTITLED "GERMANY (I)," FOLLOWED BY THE DIVISIONS WHICH COME UNDER THAT CORPS, THE FRG WOULD PREFER, ON SEPARATE LINES, "I(GE) CORPS, 1 DIVISION, (NUMBER OF PERSONNEL)," "I(GE) CORPS, 3 DIVISIONS, (NUMBER
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OF PERSONNEL)," ETC.

6. WE BELIEVE NAC GUIDANCE TRANSMITTING DIVISIONAL DATA COULD BE MOST READILY AGREED IF THE ALLIES COULD AGREE IN SPC TO THE FORMAT SUGGESTED IN ANNEX B BY MC REP, WITH THE MODIFICATION WHICH THE FRG WANTS (THE FRG HAS NOT YET RAISED THE POINT IN SPC), AND OF COURSE WITH THE 1976 DATA. IF ANY QUESTIONS OF A MILITARY-TECHNICAL NATURE PREVENTED AGREEMENT IN SPC (E.G., THE ALLOCATION OF THE BELGIAN BRIGADES), THE MATTER WOULD PROPERLY BE EXAMINED BY THE MBFR WORKING GROUP.

7. ACTION REQUESTED: WASHINGTON COMMENT ON THE ACCEPTABILITY OF THE FORMAT SUGGESTED IN ANNEX B, WITH THE FRG MODIFICATION, AND USING THE 1976 VICE 1977 DATA.

8. BEGIN TEXT OF INFORMAL AIDE MEMOIRE:
MBFR - THE GE DEVISED FORMAT FOR PRESENTATION OF MANPOWER DATA

1. THE FORMAT AT ANNEX A WAS CIRCULATED BY THE GE MEMBER TO THE SENIOR POLITICAL COMMITTEE AS A FURTHER POSSIBLE APPROACH TO THE TABLING OF ALLIANCE DATA IN MBFR NEGOTIATIONS IN VIENNA. THE GE MEMBER ENVISAGED THAT THE INITIAL APPROACH, SELECTED FROM THE TWO GIVEN ALTERNATIVES, WOULD BE TABLED BY THE ALLIES TO ELICIT AN EASTERN RESPONSE IN EQUIVALENT FORM. AT A LATER STAGE, A FURTHER RECIPROCAL BREAKDOWN OF DATA TO DIVISIONAL LEVEL MIGHT BE UNDERTAKEN IN A SIMILAR MANNER. BREAKDOWN OF FIGURES FOR AIR FORCES WOULD BE UNDERTAKEN WHEN DISCUSSION

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OF GROUND FORCES MANPOWER HAD BEEN COMPLETED. THIS AIDE
MEMOIRE ADDRESSES ONLY THE GROUND FORCES DATA.

PRACTICABILITY

2. IT IS TECHNICALLY FEASIBLE TO PRODUCE DATA FOR ALLIED
GROUND FORCES IN THE FORMATS PROPOSED BY GE. AS WAS
EXPLAINED BY THE MC REP AT THE SPC MEETING, BREAKDOWN OF
ALLIED DATA BELOW CORPS LEVEL WILL RESULT IN VARIATIONS

IN SUB-UNIT ALLOCATION BECAUSE OF DIFFERENCES IN NATIONAL FORCE STRUCTURES AND ORGANIZATION.

3. ALLIED DATA HAS BEEN PRODUCED, USING THE "OFFICIAL DESIGNATION" APPROACH GIVEN IN THE GE PROPOSAL, APPLYING NORMAL PRACTICES WITHIN THE ALLIANCE (THE "LOCATION" APPROACH DID NOT FIND FAVOR AND WAS NOT PRESSED), AS FOLLOWS:

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A. AT ANNEX B, DATA COVERING A GROUND FORCES BREAKDOWN TO DIVISIONAL LEVEL, USING THE STANDARD REVISING DOCUMENT "NATO FORCES IN THE NATO GUIDELINES AREA" (AC/276-D(76)6), AS AT THE END OF 1975. THE BREAKDOWN SHOWS:

- (1) DIVISIONS BY OFFICIAL DESIGNATION;
- (2) OTHER CORPS PERSONNEL NOT ALLOCATED TO DIVISIONS;
- (3) OTHER GROUND FORCE PERSONNEL -- ALLIANCE AGGREGATE.

B. AT ANNEX C, THE DATA AT A.(3) ABOVE, FURTHER BROKEN DOWN IN RESPECT OF NATIONAL CONTRIBUTIONS TO "OTHER GROUND FORCE PERSONNEL".

4. SOME OF THE ALLIANCE CONSIDERATIONS WHICH WERE MENTIONED IN THE STAFF ELABORATION OF THE NL PROPOSAL (AIDE MEMOIRE (MBFR)-3-77, PARAGRAPHS 3-5) ALSO APPLY TO THE GE PROPOSAL ALTHOUGH IN A SOMEWHAT DIFFERENT FORM BECAUSE OF THE DIFFERENCE IN THE FORM OF THE PROPOSED BREAKDOWN OF DATA. FOR EXAMPLE:

A. THERE ARE SOME NATIONAL MAJOR COMBAT UNITS ASSIGNED TO A CORP, SUCH AS AIRBORNE BRIGADES, INDEPENDENT BRIGADES/REGIMENTS, WHICH ARE BELOW DIVISIONAL LEVEL. THESE UNITS HAVE BEEN ALLOCATED TO THE "CORPS TROOPS" DESIGNATION WHICH ENCOMPASSES COMBAT SUPPORT AND SERVICE SUPPORT ELEMENTS.

B. THERE ARE SOME NATIONAL MAJOR COMBAT UNITS WHICH ARE NOT ORGANIZED WITHIN CORPS; THESE ARE SHOWN IN ALLIANCE DOCUMENTS AS MOD UNITS OR NATIONAL SUPPORTING TROOPS. SOME SUCH UNITS ARE AT HIGHER MANNING LEVELS THAN ARE SOME COMBAT UNITS WHICH ARE ORGANIC TO CORPS. ALL APPEAR WITHIN THE GENERAL CATEGORY OF "OTHER GROUND FORCE

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PERSONNEL".

C. IN THE BREAKDOWN AS PROPOSED, TWO NATIONS (CA AND LU) WILL NOT BE MENTIONED. THEIR FORCES ARE, IN TOTAL, BELOW DIVISIONAL LEVEL AND WILL ONLY APPEAR IN THE GENERAL CATEGORY OF "OTHER GROUND FORCE PERSONNEL".

(THE NORMAL PEACETIME ALLOCATION FOR COMMAND IS USED THROUGHOUT).

5. AS IN THE NL APPROACH, THERE COULD BE ROOM FOR ARGUMENT IN DETAIL, AS BETWEEN THE ALLIES, IF A COMMON APPROACH AND COMMON DEFINITIONS WERE HELD TO BE NECESSARY, AS MIGHT BE THE CASE IF FURTHER BREAKDOWN OF DATA IN THE FORM OF ANNEXES B AND C WERE TO BE PRESENTED TO THE EAST. ONLY THE FORM GIVEN IN ANNEX C WOULD THE EAST BE ABLE TO DERIVE NATIONAL TOTALS BY SIMPLE ADDITION.

THE WARSAW PACT

6. THE WP DOES NOT NORMALLY EMPLOY THE TERM CORPS AS USED BY THE ALLIANCE, PARTICULARLY INsofar AS THE FORCES IN THE EASTERN REDUCTION AREA IS CONCERNED. THE BROAD EQUIVALENT OF AN ALLIED CORPS IS A WP ARMY. THERE IS A HIGH PROBABILITY THAT THE DIFFERENCES IN ALLIED FORCE STRUCTURES AND ORGANIZATION WILL ALSO APPLY TO THE WP STATES IF THEY ARE TO RECIPROCATATE IN THE FORM DESIGNED BY THE GE PROPOSAL.

7. WHILST IT WOULD BE POSSIBLE TO PRODUCE A BREAKDOWN OF WP MANPOWER DATA, ON THE BASIS OF ALLIED JUDGMENT, IN A FORM COMPARABLE WITH THAT PROPOSED FOR ALLIANCE MANPOWER, THERE COULD BE NO ASSURANCE THAT THE ALLIED BREAKDOWN

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WOULD BE EVEN BROADLY SIMILAR TO THE WP'S OWN BREAK-DOWN. IN THIS RESPECT, ALLIED ESTIMATES FOR WP COMBAT UNITS ARE BASED TO A GREAT EXTENT ON GOOD EVIDENCE (ALBEIT THERE ARE SOME AREAS OF NATIONAL DIFFERENCE ON ACTUAL MANNING LEVELS) WHEREAS ESTIMATES ON HEADQUARTERS AND SERVICE SUPPORT UNITS ARE BASED TO A GREATER EXTENT ON INFERENTIAL EVIDENCE AND ARE LESS CERTAIN. MANPOWER IN THESE LATTER ELEMENTS WOULD COMPRISE THE WP "OTHER GROUND FORCE PERSONNEL" IN A RECIPROCAL EXCHANGE. THIS WOULD ENCOMPASS A VARIETY OF REAR SERVICE, HEADQUARTERS AND SUPPORT ORGANIZATIONS AS WELL AS A NUMBER OF COMBAT UNITS NOT ORGANIC TO WP ARMIES. IN TOTAL, THESE OTHER FORCES COULD FORM OVER 40 PERCENT OF THE TOTAL WP MANPOWER IN THE EASTERN REDUCTION AREA; A SLIGHTLY LOWER PERCENTAGE OF SOME NSWP NATIONAL FORCES.

GENERAL COMMENTS

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8. THE PROPOSAL CONCERNING DISAGGREGATION OF OVERALL GROUND MANPOWER TOTALS EMPLOYING THE "OFFICIAL DESIGNATION" APPROACH DOWN TO DIVISIONAL LEVEL IS, PRIMA FACIE, IN ACCORD WITH THE FINDINGS OF THE MBFR WORKING GROUP (AC/276(75)9) STUDY ON THE SECURITY IMPLICATIONS OF THE RELEASE OF ALLIANCE GROUND MANPOWER DATA ON ALLIANCE FORCES. THE SECURITY IMPLICATIONS RELATING TO THE RELEASE OF MANPOWER DATA USING THE "LOCATION" APPROACH, AND OF THE RELEASE OF AIR MANPOWER DATA HAVE NOT YET BEEN ADDRESSED.

9. IN TECHNICAL/MILITARY TERMS, THE GE APPROACH, IF TAKEN TO THE EXTENT GIVEN IN ANNEX C, WOULD PERMIT THE ALLIES TO FOCUS ON THOSE ELEMENTS OF MAJOR UNITS OR OTHER FORCES, TO THE EXTENT NECESSARY TO LOCATE AND OBTAIN EXPLANATIONS FOR THE DISCREPANCIES BETWEEN ALLIED AND WP FIGURES FOR WP FORCES, AND TO DEMONSTRATE THE EXISTENCE AND SCALE OF THE GROUND MANPOWER DISPARITY BETWEEN EAST

AND WEST.

10. IT WOULD BE ESSENTIAL, FOR VALID COMPARISON OF EASTERN/WESTERN MANPOWER IN MAJOR COMBAT UNITS, TO ENSURE THAT THE EAST CLEARLY DEFINE THE ALLOCATION -- AS BETWEEN CORPS/DIVISIONAL TROOPS AND OTHERS. IF THIS IS NOT DONE, THE WEST WILL NOT KNOW WHETHER ALL THOSE ELEMENTS COUNTED BY THE WEST AS DIVISIONAL MANPOWER HAVE BEEN SIMILARLY COUNTED BY THE EAST; THE WEST COULD THUS BE TRYING TO COMPARE AND RECONCILE MANPOWER FIGURES PREPARED ON DIFFERENT ASSUMPTIONS.

11. THE GE PROPOSAL REQUIRES THAT PERSONNEL NOT ORGANIZED IN MAJOR UNITS SHOULD NOT BE BROKEN DOWN FURTHER BY CONTINGENTS OF DIRECT PARTICIPANTS BUT THAT THE TOTAL (I.E., AGGREGATED ALLIED FIGURES) FOR THOSE ELEMENTS BE ADHERED TO. FIGURES GIVEN BY THE EAST IN THAT FORM WOULD NOT ENABLE THE ALLIES TO IDENTIFY THE LOCATION
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AND REASON FOR DISCREPANCIES IN THE VERY LARGE PART OF THE EASTERN FORCES NOT ORGANIZED IN CORPS/DIVISIONS.

ANNEX A

(NOTE: THIS ANNEX IS THE FRG TABLE BEGINNING "ILLUSTRATIVE LIST OF DATA DECLARATIONS" CONTAINED IN PARA 11B, REFTEL)

ANNEX B

NORTH-SOUTH

DISAGGREGATION TO DIVISIONAL LEVEL
(FIGURES ROUNDED)

1. NETHERLANDS (I)----- (41,000)

1 DIVISION (11,300)

4 DIVISION (10,300)

5 DIVISION (1,000)

CORPS TROOPS (18,400)

2. UNITED KINGDOM (I)----- (47,000)

1 DIVISION (11,000)

2 DIVISION (11,000)

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4 DIVISION (10,500)
CORPS TROOPS (14,500)

3. GERMANY (I)----- (112,000)

1 DIVISION (20,000)
3 DIVISION (19,500)
7 DIVISION (16,000)
11 DIVISION (18,500)
6 DIVISION (20,000) (1)
CORPS TROOPS (18,000)

4. BELGIUM (I)----- (34,000)

1/4/7 BRIGADES (9,500) (2)
10/12/17 BRIGADES (5,000) (2)
CORPS TROOPS (19,500)

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(1) COMBAT AND SERVICE SUPPORT PERSONNEL INCLUDED IN
"OTHER FORCES" AGGREGATE TOTAL.

(2) SHOWN IN 3X BRIGADE TOTAL TO APPROXIMATE WITH DIVI-
SIONS.

(PAGE 2, ANNEX B)

5. GERMANY (III)------(73,000)

2 DIVISION (20,000)
5 DIVISION (19,000)
12 DIVISION (16,500)
CORPS TROOPS (17,500)

6. UNITED STATES (V)------(49,000)

3 DIVISION (15,200)
8 DIVISION (15,400)
CORPS TROOPS (18,400)

7. UNITED STATES (VII)------(63,000)

1 DIVISION (15,500)
3 DIVISION (15,500)
CORPS TROOPS (32,000)

8. GERMANY (II)------(73,000)

4 DIVISION (18,000)
10 DIVISION (16,000)
1 DIVISION(M) (18,000)
1 DIVISION(A) (4,000)
CORPS TROOPS (17,000)

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9. OTHER GROUND FORCE PERSONNEL------(239,000)

ANNEX C

NORTH-SOUTH

DISAGGREGATION PLUS ALLOCATION OF "OTHER FORCES"
(FIGURES ROUNDED)

AS ANNEX A OR B, PLUS

OTHER GROUND FORCE PERSONNEL----- (239,000)

NETHERLANDS (31,000)

UNITED KINGDOM (12,000)

GERMANY (80,000)

BELGIUM (31,000)

UNITED STATES (81,000)

CANADA (3,900)

LUXEMBOURG (600)

NOTE: ILLUSTRATIVE EXAMPLE OF ROUNDING FIGURES. TOTALS
DO NOT CORRELATE BECAUSE OF ROUNDING.

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